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ABSTRACT

The New York state educational system must change to reduce the devastatingly high dropout rate among Hispanic, Black and American Indian students. A dropout is defined as a student who has been dropped from a school's enrollment and who has not graduated from 12th grade nor been transferred to another school. Research into the causes of dropping out reveal that being held back one or more grades is the best dropout predictor. Students leave school before graduation for the following reasons: (1) personal, cultural, and linguistic dehumanization; (2) academic humiliation; (3) institutionalized discharge; (4) discriminatory high school admissions policies and practices; (5) lack of appropriate instruction for language minority students; (6) family conditions; and (7) work and economic factors. Dropping out has serious social and economic effects, including lost income, poverty, drug abuse, early pregnancy, poor health practices, and increased need for social services. Dropout prevention efforts in New York State are discussed and dismissed as ineffective. Recommendations for long-term systemic changes are made. Issues for further study are listed. (PS)

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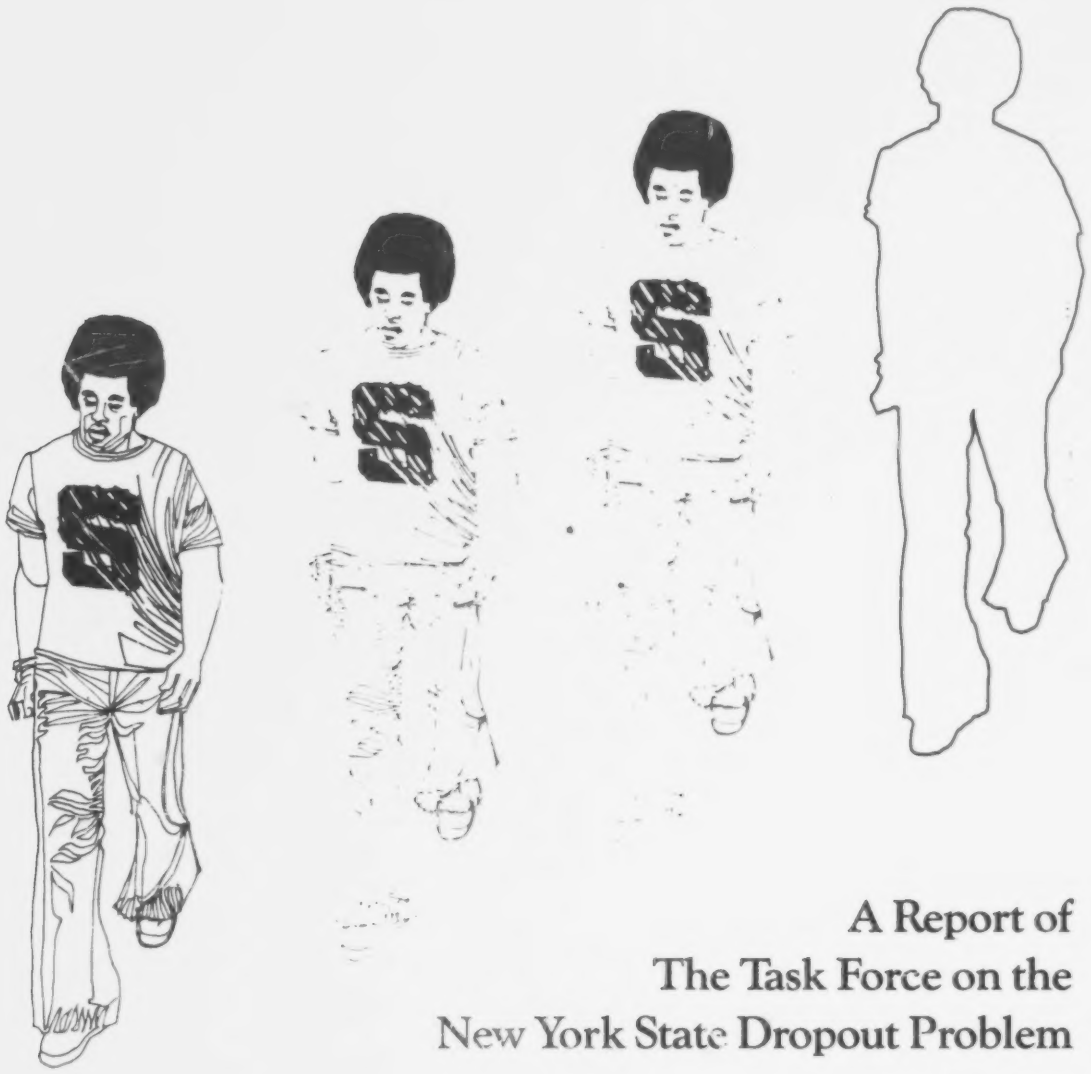
# DROPPING OUT OF SCHOOL IN NEW YORK STATE: THE INVISIBLE PEOPLE OF COLOR



## A Report of The Task Force on the New York State Dropout Problem

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Commissioned by the New York State African American Institute of the State University of New York

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# Preface

The Task Force on the New York State Dropout Problem was commissioned by the African American Institute of the State University of New York. The African American Institute is funded by the New York State Legislature, largely through the efforts of Deputy Speaker Arthur O. Eve.

Throughout the spring of 1986, Assemblyman Eve conducted hearings on school dropouts at various sites in the State. Testimonies were presented by educators, officials of government, community representatives and agency personnel.

As a result of the hearings, in which speaker after speaker stressed the crisis in the education of children of color, the African American Institute formed a Task Force of educators to describe the nature of the crisis and to make recommendations for reducing the dropout rate. Twenty-one persons, all people of color, accepted membership on the Task Force, with Dr. Donald H. Smith, Professor of Education at Baruch College, City University of New York, being named as the chairperson.

The Task Force deliberated for two months and met three times, twice in Albany, once in New York City. The advice of several outside consultants was incorporated in the document. As is the tradition with similar independent, scholarly studies, the views and recommendations contained in this report are solely those of the Task Force.

Dr. Smith was the principal author of the report, with assistance from Dr. Michael B. Webb of the Institute for Urban and Minority Education, Teachers College, Columbia and from members of the Task Force. We appreciate the support of the Teachers College ERIC Clearinghouse on Urban Education in providing computer searches. We also appreciate the assistance of Dr. John Cordani of Baruch College in providing word processing assistance.

Special thanks is given to Dr. Monroe Fordham, Interim Director of the African American Institute, to Assemblyman Eve and his staff and to the Task Force staff who worked so diligently to produce the document in such a short time: Cherel Nelson, secretary, Brenda Calderon, word processor and Cynthia Wise, Albany research associate. We also acknowledge the valuable assistance of consultants Dr.Arthur Lewin, Baruch College, Dr. Michele Fine, University of Pennsylvania, Dr. Nancy L. Arnez, Howard University and Dr. Asa G. Hilliard III, Georgia State University.

Finally, we recognize the outstanding work of Assemblyman Al Vann who nominated Mrs. Adelaide Sanford as Regent-at-Large. Mrs. Sanford has set many events into motion which are likely to improve education for all children in New York State.

# Task Force Members

Dr. Donald H. Smith
Professor of Education
Baruch College, City University of New York
Chairperson

Mr. Anthony J. Alvarado
Education Director
Consortium for Worker Literacy
New York City

Ms. Delois J. Blakely
President, New Future Foundation, Inc.
New York City

Dr. Claude D. Clapp
Deputy Superintendent of Schools (Retired)
Buffalo, New York

Dr. John Ross Dixon
Acting Director of Reading
Buffalo Public Schools
Co-Chairperson

Dr. Georgina Falú
Faculty, State University of New York
College at Old Westbury

Dr. Vivian Verdell Gordon
Associate Professor (on leave)
Department of African and African American Studies
The State University of New York at Albany

Rev. Dr. Shirley L. Harrington
Administrator-Educator (Retired)
Buffalo, New York

Mr. Earnest L. Langhorne
Director, Poosepatuck Community Developments
Poosepatuck Reservation
Mastic, New York

Dr. James A. Malone
Professor of Counseling
John Jay College, City University of New York

Ms. Shirley McCain
President, National Black Child Development Institute
New York Affiliate

Mr. Frank B. Mesiah
First Vice-President, New York State NAACP Conference of Branches
Buffalo, New York

Dr. Alfred B. Pasteur
Professor, Division of Education
Hunter College, City University of New York

Dr. Luis O. Reyes
Director-Office of Research and Advocacy
Aspira of New York, Inc.
New York City

Ms. Camille Rodriguez
Staff Associate
Centro de estudios puertoriquenos
Hunter College, City University of New York

Ms. Lana Redeye Rozler
Education Director
Seneca Nation of Indians
Salamanca, New York

Dr. Luther W. Seabrook
Superintendent, Community School District 5, Manhattan
New York City

Mr. Rafael Valdivieso
Vice President for Research
Hispanic Policy Development Project
Washington, D.C.

Ms. Marta Moreno Vega
President/Executive Director
Caribbean Cultural Center
New York City

Mrs. Helen W. Waite
Educator (Retired)
Buffalo, New York

Mr. Charles W. Williams
Teacher, Curtis High School
Staten Island, New York

# Summary

New York State has the fifth highest dropout rate in the nation. Only Georgia, Florida, Louisiana and Mississippi report rates higher than New York's 34%. For non-white New Yorkers the dropout figures are staggering: Latinos 62%, African Americans 53%, and Native Americans 46%, this in spite of New York's being seventh in teachers' salaries and second in per pupil expenditures.

The school dropout problem in New York State is so critical it threatens the welfare of all the State's residents. For New York State's people of color, African Americans, Latinos and Native Americans, the dropout problem has reached epidemic proportions and will, unless contained, do untold damage to current and future generations.

The dual crisis of dropouts and the current plague of CRACK are unleashing an unparalleled wave of destruction on people of color. The State's reaction to this crisis requires a massive response and intervention by Governor Cuomo, the State Legislature, the Commissioner of Education, the State Department of Education, local school boards and schools, and by the citizens of New York State, especially those of color.

Tragically, the issue of dropouts has only recently begun to attract a modicum of attention. The New York State Board of Regents, the Commissioner of Education and the State Department of Education have provided little or no leadership. In New York City where African American and Latino attrition is estimated to be at least 75%, the Board of Education has been ineffective in developing policies or implementing programs to curb dropouts.

The State of New York is without direction in addressing the dropout dilemma. It is questionable whether there is recognition of the potentially disastrous impact of allowing the dropout rate to continue unchecked.

In view of the need to halt this devastation and to change the quality and content of the education of people of color, the Task Force calls upon Governor Cuomo to declare a *State of Emergency*, to assume personal responsibility and to take the leadership in combatting this crisis. We ask the Governor to enlist the resources of all appropriate State agencies in an effort to bring systemic and meaningful changes to the systems of education in New York State.

We call for major legislative changes, an evaluation of and redefinition of the responsibilities of the Board of Regents, accountability from the Commissioner of Education and a reordering of priorities and expenditures of the State Department of Education. We expect to see changes in local schools, and we call for Latino, African American and Native American communities to become more political and more vocal in their demands for academic and cultural excellence for their children.

At the same time, we recognize that while changes are taking place, thousands of young people will be on the streets desperately needing help. Therefore, we call for a major retrieval effort to reclaim these lost youth. All reclamation efforts, however, should be based upon the principles of fairness and justice articulated in this report. We caution, though, that students must not be retrieved only to face the same kinds of conditions which forced them out of school initially.

Excellent schools where all children are respected and are expected to learn are the solution to dropouts. Communities of color will accept nothing else.

# The Vision

For people of color, our educational vision is for New York State school systems which reflect the totality of the citizenry, and recognize the cultural excellence and equal academic potential of all people. Unfortunately, however, this is not the case.

The basic philosophy, that is, the thinking that permeates the major American social structures, especially education, is that the only viable model is one of Anglocentric tradition and culture. This presumption results in rankings which reflect evaluations of good and bad, of superior and inferior for total groups of people and their various cultures. Anglo conformity is demanded for the highest levels of reward. What emerges, therefore, is not a diversified or culturally pluralistic society of groups of persons working cooperatively as co-partners, yet, maintaining their traditions of language, practice and belief, but a highly polarized economic and cultural hierarchy with people of color consistently in subservient positions.

Anglocentric domination is responsible for the creation and perpetuation of public school systems which systematically and aggressively denigrate and exclude non-white youth; is responsible for the preparation of teachers and administrators which excludes the study of the history and culture of even the most prevalent non-white populations: Latinos, African Americans and Native Americans; and justifies an in-group structure of administrators, regents, and boards of education almost exclusive of — often entirely exclusive of — equal and equitable representation of people of color. This becomes especially insidious when viewed against the populations of Latinos, African Americans and Native Americans in the present and in the projected future of New York State.

The classroom presence of Latino, African American and Native American professionals in New York systems of public education at all levels from pre-school to specialized programs of technical and professional study, is miniscule. Moreover, all too often when such persons are present, if they reflect strong cultural identities, they are subjected to a range of forms of harassment which prevents the fullest development and use of their skills and potential. It is erroneously presumed that cultural nationalism precludes a commitment to the tenets of democracy and to America.

It appears that the desire to maintain a dominant culture is so pervasive and invidious that even European cultures and history are distorted, when necessary, to fit the Anglocentric ideal type. Within this frame of reference, the New York school systems are aggressive in the destruction of youth of color as well as those who view such youths positively. Therefore, it is not surprising that we are witnessing a devastatingly high dropout rate among Latinos, African Americans and Native Americans. The systematic destruction of their self-esteem, the denigration of their culture, and the general impatience with the culturally different, coupled with low expectations about their potential for success and ability to learn, are but a few of the factors which appear to be designed to assure that large numbers of such youth are pushed out or will be induced to drop out of school.

Moreover, all too often, persons of color who remain within the educational structures become increasingly acculturated into Anglocentricity. Data suggest that many become so acculturated that they become hostile to their own cultures, often to the point of denial of their historic kinship ties. An ultimate victory of cultural imperialism is achieved when, through the systems of education, the cooptation of persons of color, especially youth, becomes so extensive, they either become non-functional because of conflict, or they act destructively against both themselves and their own people. To

drop out of school is often considered the only means to avoid this ultimate self-denial for many young people.

It is against this collage of historic racism and patterns of structured social and economic inequality that the complex issue of the high rates of dropout among Latinos, African Americans and Native Americans must be viewed.

Native American, Latino and African American youth are among the most gifted groups in the world. They must have their opportunities to develop and flourish. The educational systems of New York State must provide these opportunities.

It is imperative that the New York systems of education must change!

# Introduction

In the now classic statement of the decline of American public education, the National Commission on Excellence in Education in its report, *A Nation at Risk*, declared: "If an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war."[1]

A similar analogy might be used to convey the moribund state of the education of America's forgotten people of color, African Americans, Latinos and Native Americans: "If America wished to render its people of color a permanent, oppressed underclass, it could do no better than to provide the present system of education."

The staggering numbers of Latino, Native American and African American youth who drop out or are pushed out of school each year have risen to epidemic proportions. Not only are these groups, themselves, resultingly debilitated by high rates of unemployment, poverty, substance abuse, incarceration, teen pregnancy, poor physical and emotional health and the likelihood that their progeny will be similarly affected or worse, but also the destruction of America's people of color will accordingly threaten the social and economic welfare of all citizens, non-white or white, upper, middle or lower income.

Concern for the wrecked lives of young people of color and the consequences for the children they will bear can no longer be viewed solely in the perspective of affirmative action to right historical wrongs or even the altruistic posture of helping the less fortunate. If society does not act to prevent the conditions that result in youth who "hang out," unemployed, unskilled, angry and drug abused, society will reap the negative social and economic consequences.

*School Dropouts: Everybody's Problem*, a study of the Institute for Educational Leadership, Inc., states emphatically:

> The problem affects everyone, and how the nation responds will help determine whether we create a permanent underclass or social cohesion, whether we enjoy the fruits of our retirement or be destitute in our old age, and whether we will once again utilize our cities as places to live and work. Because the dropout problem is concentrated primarily in urban areas and in some rural pockets, it may be invisible to most of society.[2]

Hodgkinson describes the profile of the typical dropout:

> They are usually from low-income or poverty settings, often from a minority group background (although not often Asian-American), have low basic academic skills, especially reading and math, have parents who are not high school graduates . . . . English is often not the major language spoken in the home, and many are the children of single parents. Dropouts are heavier among males than females . . . are generally bored in school, they perceive themselves accurately as failures in the school culture and are usually very alienated from school.[3]

Though the phenomenon of school dropouts is the main concern of this report, we must also recognize the extraordinary damage that the current scourge of drug addition is inflicting upon African American and Latino communities.

The current wave of CRACK (cocaine derivative) addiction, together with the historic alcohol addiction among American Indian youth, in combination with the epidemic of school dropouts is destroying a whole generation of young people. For them, the apocalypse is now.

# Definitions

## Dropout

The Bureau of the Census defines dropouts as "persons who are not enrolled in school and who are not high school graduates (or the equivalent)."

For this Task Force Report we find more useful the following definition: A dropout is a student who has been dropped from a school's membership and/or enrollment and who has not graduated from grade 12 or who has not been transferred to another school. The student may have been discharged voluntarily or involuntarily.

The best predictor of those students who are likely to drop out is the factor of being held back one or more grades.

## People of Color

In this report whenever the term people of color is used, it refers to one or all of three broad classifications: Latinos, African Americans and Native Americans.

It should be understood that each of these classifications is generic and includes many sub-categories. Thus, Latino refers to Puerto Ricans, Dominicans, Cubans, and persons from Central and South America, whether of African, Indian or European descent. African Americans refers to New Yorkers of African descent, whether from the continent of Africa, from the Caribbean, United States of America born, or from other areas of the world. Native American, sometimes referred to in the literature as American Indian, is a term used to refer to all of the nations which populate New York State, primarily Seneca, Mohawk, Onondaga, Tuscarora, Tonawanda, Cayuga, Oneida, Poosepatucks and Shinnecocks.

Within each of these categories, there is a common cultural heritage that binds them historically, and there are also cultural differences based on such factors as geographical origin, degree of assimilation and economic factors. African Americans, Latinos and Native Americans share many cultural, geographical and economic experiences, key of which is a common history of struggle against oppressive conditions.

# Demographics

New York State possesses a great resource in the diversity of its population. Yet, rather than to nurture this great wealth to build upon the State's economy and culture, our agencies and institutions typically act to dehumanize those whose race, national origin, customs, and language do not exemplify white, middle-class values.

Each culture possesses distinct cognitive styles by which it relates to and organizes the world. Native American, Latino, African American and other young people of color usually encounter a hostile reception on the part of teachers, counselors, and other school personnel to any manifestation of their cultural distinctiveness.

The Native American people of New York, whether living on their reservations or elsewhere in the major cities, are all fighting the desperate, centuries-long struggle against forced assimilation into the dominant society.

They are at the point now where they retain little but the vestiges of their languages and their lands, the twin pillars of their cultural identity.

The Indian leaders of nations with elected governments recognize that education is central to the battle with state and federal bureaucracies to halt both this cultural erosion and protect their peoples' sovereign rights.

Education, however, is a dangerous double-edged sword. It cuts both ways. Where it is administered by and under the direction of Native Americans, themselves, in such a manner as to respect and foster their cultures, it enables Indians to compete with other Americans and at the same time maintain their identity. However, when education is imposed from without, it serves to destroy cultural identity. The subsequent loss of self-esteem and dignity has paved the way for a multitude of social ills from drug addiction to suicide.

New York is third in the U.S. in the number of school-aged children and youth living in homes in which the dominant language is not English (language minority students).[4] Overall, 17% of the State's school-aged population does not speak English at home — a figure 75 times greater than the national average.[5] In 1985, 43% of those entering kindergarten in the New York City Public Schools were language minority students. Overall, only one-fourth of the City's language minority students are limited English proficient (LEP).[6] The school experience of many of these young people is tantamount to a living nightmare. Disproportionate numbers of them are referred to classes for the educable mentally retarded. They drop out of New York City schools at twice the City's dropout rate, though students who receive bilingual education have a lower dropout rate than language minority students who don't receive such instruction. Many who already began with serious remedial needs in their first language wind up losing the proficiency they had without making any gains in English.[7]

In New York State, for the class of 1981, the Latino dropout rate was 62%, African American 53%, and Native American 46%, according to the report *New York State Project 2000*.[8] As severe a picture as these data present, the true nature of the dropout crisis is revealed in the statistics of the cities which are populated by the majority of African Americans and Latinos and in the cities and reservations where Native Americans reside.

Metropolitan New York City, including Long Island, is populated by 86% of the State's African Americans and 85% of its Latinos. There has been a rapid increase in the Latino population due to immigration and the preponderance of a young childbearing population.

By the year 2000, 31% of the State's population will be people of color with Afri-

can Americans and Latinos as the predominant groups. Native Americans will also experience substantial growth but still remain a small population. The number of people of color is projected to increase from a 1980 total of 4.4 million to 5.8 million by the year 2000 (many consider these figures to be an undercount). At the same time, an older, less fertile, white population will decline from a 1981 figure of 13.1 million to slightly less than 12.8 million by the century's end.[9] These statistics are comparable to national demographics which project that at the close of this century one of every three Americans will be non-white.

In New York City, it is projected that African Americans, Latinos and other non-whites will be 58.8% of the population by 1990 and well above 60% by the year 2000.[10] At the same time people of color are increasing their numbers and percentage of the population, their school dropout rate is so staggering that it presents a chilling picture of what New York and other cities of New York State will be like at the turn of the century. Dr. Victor Herbert, New York City's Superintendent for Dropout Prevention, estimates the current rate for all students who do not complete the 12th grade to be 50%,[11] though the New York City Board of Education's Dropout Report for 1984-85 claims a system-wide dropout rate of 35.3% and asserts that substantial progress has been has been made in addressing "this serious problem." [12]

The New York City Board does not disaggregate data ethnically; thus, specific statistics on African American and Latino dropouts are unavailable from the Board. Data from other sources, however, indicate that among those of color, almost three out of every four 9th graders entering the New York Public Schools leave school before graduation.

The 1983 Report of Aspira, *Racial and Ethnic High School Rates in NYC: Summary Report*, found a dropout rate of 80% for Latinos and 72% for African Americans.[13] Aspira estimated an overall dropout rate of 68% compared to the 45% rate reported by the Board of Education. In her study of Brandeis High School in Manhattan, Fine determined a dropout rate rate of 66% for the predominantly Latino and African American cohort of 1978-79.[14] Recently, *The New York Times* reported a dropout rate of more than 75% at Thomas Jefferson High School in Brooklyn where the student body is predominantly African American and Latino.[15]

# Why Do Students Drop Out Of School?

A former Chancellor of the New York City Public Schools, Frank Macchiarola, when questioned about the high dropout rate in the schools gave the following explanation: "We practice triage." Triage is a term whose origin was the battlefields of World War I. Every modern hospital emergency ward has a "triage room," where badly wounded persons are placed. On the battlefield or in a hospital emergency room, with many seriously wounded persons to be served, a decision must be made about who gets served first. Typically, the determining factor is who seems most likely to survive if given earliest or preferential treatment. Applied to school children the process of triage is one in which educators make decisions that some children are most likely to benefit from their efforts and others will not. Children who exhibit characteristics and qualities most acceptable and admired by their teachers receive attention, support and encouragement. They are expected to learn and to achieve. Other children, who may possess similar abilities and equal desires to learn, but who speak a language disapproved by the teachers or who come from cultures different from that of their teachers become victims of triage.

Students leave school before high school graduation for a number of reasons. *School dropouts* suggests three major categories:

1. In-school Experiences
2. Family Conditions
3. Work/Economic Factors

*1. In-school Experiences*

Boredom, alienation and the hostility of the school environment are frequently identified by at-risk students and dropouts as reasons for school leaving. A New York City Board of Education study identified "areas of strong agreement among potential and actual dropouts regarding dissatisfaction with school." According to the study, *Interrupted Education, Students who Drop Out*, "the most frequent complaints were about teachers and other staff members." Other areas of student concern were about school curriculum, school as bureaucracy and school rules and regulations.

Five in-school experiences have been identified as major factors in dropping out: (1) personal, cultural and linguistic dehumanization; (2) academic humiliation; (3) institutionalized discharge; (4) discriminatory high school admissions policies and practices; and (5) lack of appropriate instruction for language minority students.

*A. Personal, Cultural and Linguistic Dehumanization*

Personal, cultural and linguistic dehumanization are manifested in many ways. The most basic element is the denial of the existence of or the distortion of images of African Americans, Latinos, and Native Americans in the curriculum. All children need their personal worth and the legitimacy of their language and the culture to which they belong reflected back to them in their textbooks, in classroom discussions, in the approving glances of their teachers, in their home environments, and in the mass media. For children of stigmatized groups, the need is even more acute. An educational environment which fails to validate the worth of people of color does even further psychic damage to those groups and, thus, to their individual members.[16]

The Report of the National Alliance of Black School Educators, *Saving the African American Child*, defines the inextricable relationship between academic and cultural excellence:

> The suppression, destruction, distortion of a group's history and culture by others, and the surrender of one's own natal cultural forms serves to produce pathology within groups and within individuals. African American children must be given the opportunity to experience an appropriate cultural education which gives them an intimate knowledge of, and which honors and respects the history and culture of our people. Academic excellence cannot be reached without cultural excellence.[17]

A recent study of the Hispanic Policy Development Project, entitled *Make Something Happen*, found deprecatory school environments for Latino youth, similar to that which research has identified for African American students. Commenting on the effect of such environments, the HPDP study states:

> The negative stereotyping that colors uninformed non-Hispanic opinions of Hispanics tends to affect some young Hispanics' views of themselves. What they hear and see in the media and the feedback they receive from some adults leads them to believe that striving isn't worth the effort . . . . Some schools expect little from the youth but trouble. And the students respond predictably, with failure and misbehavior. Some students who leave these schools believe they are pushed out by what they perceive to be neglect or lack of caring.[18]

In her study of American Indian dropouts, Giles explains the conflict between a Eurocentric value system and that of Native Americans:

> Since one's worth, by Indian criteria, is measured by one's willingness to share, the accumulation of material goods and social status is alien. An extension of sharing is a willingness to help others. Therefore, Native Americans naturally have a priority system that is different from the mainstream.
>
> . . . . . .
>
> To a significant degree, educational goals have been fashioned to conform to the competitive achievement or orientation of the American middle-class and to the attainment of material wealth. Although Indian students often desire the material things of life, the means to this end remains vague in their minds, and the delayed and obscure rewards of education are not associated with a high level of academic achievement.
>
> . . . . . .
>
> The critical element in the education of Native Americans is striking the balance between academics and culture, both the Indian culture and the dominant middle-class culture.[19]

Mrs. Minerva White, an administrator of the Mohawk tribe, expressed it thusly: "Indians need 200% education. 100% white man's education, 100% Indian education." [20] A spokesperson for the Oneida tribe saw the matter of cultural conflict as the primary reason for poor achievement among Indian children. He observed, "Many Indian students do fairly well until the fourth or fifth grade and then begin to do poorly. By the fifth grade, children from traditional tribes undergo a cultural awakening, suddenly realizing that the white man's education is antithetical to their people's cultural survival, and so they tend to withdraw from academic pursuits." [21]

The National Puerto Rican Task Force on Educational Policy, in its Report, Toward a Language Policy for Puerto Ricans in the United States, is clear about the relationship between a group's having some control over its linguistic/cultural destiny and its consequent ability to function in Eurocentric educational environments: "We can safely affirm the importance of bilingual-bicultural education as it is presently conceived for many Puerto Rican children, for it has afforded Spanish-speaking children the opportunity to make use of their culture and language inside the classrooms of the dominant Anglo culture." [22]

The Governor's Committee on Hispanic Affairs (N.Y. State) in its Report, *A People at Risk: Hispanic Dropouts*, is critical of "a lack of cross-cultural awareness in the curriculum at all levels" and recommends an emphasis on "cultural sensitivity among school staff and in instructional materials particularly in curriculum guidelines and standards issued by the State Education Department and in materials and methods used in local school districts."[23]

More that 50 years ago, Dr. Carter G. Woodson, the father of Negro History Month, described the effect suffered by Black people whose education and value system have been controlled by whites:

> . . . taught the same economics, history, philosophy, literature and religion which have established the present code of morals, the Negro's mind has been brought under the control of his oppressor . . . When you control a man's thinking you do not need to worry about his actions . . . He will find his 'proper place' and will stay in it. You do not need to send him to the back door. He will go without being told. In fact, if there is no back door, he will cut one for his special benefit. His education makes it necessary.[24]

Robert Lado reflects the central concerns of language minority community groups:

> Since language is an expression of culture, the suppression of language is a discriminatory act against ethnic and cultural groups, as it is in assimilationist educational programs that teach English by stamping out native languages and eradicating cultural identity.[25]

The disrespect of the linguistic and cultural heritage and contemporary world view of people of color is a violation of their right to exist, is a repudiation of their right to be taught, in spite of their cultural differences.

Much of what is construed as antisocial behavior is actually a statement of protest, a cry for dignity and respect. For some, dropping out is a final statement of despair by children who have been stripped of their humanity. For other children, dropping out is a refusal to accept dehumanization.

*B. Academic Humiliation*

Closely related to the reality of personal and cultural dehumanization is the process of academic humiliation. Children of color are stereotyped as being slow learners, deprived or standard English deficient, are not taught, and not surprisingly, do not learn. Low expectations for children who come from groups of low esteem result in low levels of teaching and learning. Thus, the prophecy is fulfilled: children not expected to learn and poorly taught do not learn. And yet urban classrooms are filled with such children who suffer the dread of recitation, the agony of unsolved math problems and the embarrassment of being shown up by classmates who achieve in spite of their own victimization. It is little wonder that young people who feel bad about themselves be-

cause they have not learned the skills and knowledge essential for school success become dropouts.

Academic failure is the most commonly attributed reason for leaving school. The evidence to support this attribution is poor grades. In the study, *High School and Beyond*, 42% of the dropouts reported receiving mostly D's, 18% mostly C's, 8% mostly B's, and 2% mostly A's.[26] Generally, the presumption is that poor grades reflect low levels of ability in the students. Little connection is made between how young people are treated, the levels of expectations that school personnel have for them and their academic success or failure. Success is attributed to what schools do. Failure is ascribed to what students and their parents don't do. Frequently the students blame themselves with such comments as "I don't like school" or "I couldn't get along with the teachers."

At the other end of the continuum are students who receive high grades and achieve excellent test scores but drop out, nonetheless. Theirs is often an eloquent political/pedagogic criticism of the school. Fine describes such a student, Leo, a youth from the Dominican Republic. Leo achieved 1200 on his SATs but dropped out in his senior year. In a critique of his social studies teacher, Leo stated: "everytime she would write something on the board, even if students contradicted it and made a good point, if it was in her notes we had to write it down. Like there was no discussion." In a specific example, Leo recalled "Remember she asked who read *The New York Times Magazine* article on teenagers in Harlem, by the guy who wrote *Manchild in the Promised Land* (Claude Brown)? She asked what was the main point and Louis said it was that those boys were trying to survive, and are frustrated in their lives. She said no that wasn't the main point. The main point was that they were killing people senselessly, without reason. Then why did she ask us our opinions? I couldn't go to that class." [27]

How many very able Leos are driven from school by a traditional, controlling view of the world that is very different from the reality of urban students? Another important question is how many students remain in school at risk of self and cultural denial?

Perez offers a comprehensive explanation of Puerto Rican dropouts:

> Among the systemic factors contributing to the high dropout rate among Puerto Rican students are: the virtual absence of viable bilingual-bicultural programs in the public schools; the schools' unresponsiveness to the students' cultural backgrounds; the continued use of IQ and achievement tests that are standardized on white, middle-class youngsters and are unfairly used to assign Puerto Rican, other Latino, and Black children to ability groups; the continued dumping of Puerto Ricans and other language minority students into special education, "slow learner," and EMR classes (educable mentally retarded); the failure to develop meaningful programs of instruction for children with special needs; the "self-fulfilling prophecy" of teachers who enter the classroom with low expectations and the belief that Puerto Rican children are "uneducable"; lack of bilingual and peer counselors; and the continuing lack of Puerto Rican administrators, teachers, and paraprofessionals.[28]

Ironically, one of the many concerns that led to the widescale introduction of bilingual education was the high dropout rate among language minority students.

*C. Institutionalized Discharge*

In her study, *Why Urban Adolescents Drop into and Out of Public High School*, Fine discovered that institutionalized discharge is a significant factor, that many stu-

dents were involuntarily discharged once they reach age 17. Others were subtly encouraged to "choose" to leave. In the school she studied:

> The institutionalized discharge process is accomplished by accumulated cut slips, referrals to deans, perhaps going on "contract" (in which one promises not to violate a school rule or suffer the inevitable consequence of discharge). In this high school, the practice of cleansing the school of "bad kids" was quite widely acknowledged and equally appreciated by administrators, teachers and counselors. Criticisms of the practice were voiced rarely, quietly and confidentially behind closed doors. To the extent that they were vocalized at all it was by a small group of predominantly Black counselors, teachers, paraprofessionals and school aides, occasionally a white or Hispanic counselor or teacher.
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> . . . . . .
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> To the question, "How can the school routinely discharge such vast numbers of students?" One administrator explained: "It's like I'm a pilot and there is a hijacker on the plane, and it is my job to throw him out of the window. My job is the safety of the rest of the passengers. That's the safety of the school." [29]

Instead of attempting to save and educate most of its population, this school's philosophy seemed to be based upon ridding itself of "undesirable" elements. Of the 20% of its entering freshmen who actually graduated from the school, the principal could claim that "80% of our graduates go on to college." [30]

What happens in schools, the interaction between young people and adults, the expectations that both young people and adults have for their mutual success and the honesty of dialogue between them are major factors in determining retention to graduation or the opposite, "voluntary leaving or being forced out of school."

*D. Discriminatory High School Admissions Policies and Practices*

Recent studies by the Educational Priorities Panel, *Lost in the Labyrinth*, and Advocates for Children, *Public High Schools, Private Admissions*, address inequities in New York City's high school system and discriminatory high school policies and practices that impact on the educational options of Latino and African American students. The City's three-tier high school system (consisting of the elite specialized high schools, the educational options and vocational/technical high schools, and zoned, academic comprehensive high schools) serves to reinforce a lack of choice regarding educational options and leads to tracking into the most undesirable and unproductive alternatives. The systematic discrimination in admissions criteria is reflected in individual school-designed admissions tests and personal interviews (at times used to determine the applicant's race); artificially low ceilings on non-white enrollment in borough and citywide programs (that are often white majority schools); and, for language minority students, the rise of selection criteria which exclude them on the basis of an applicant's proficiency in English. Many students leave school because they view the option open to them — the lower tier schools — as grossly inadequate.

*E. Lack of Appropriate Instruction for Language Minority Students*

By the time language minority proficient students have reached the ninth or tenth grade, their language difficulties may have caused them to be retained a year or two in earlier grades.[31] Almost 25% of all Latino students enter high school overage.[32] Numer-

ous studies have shown that grade retention is one of the strongest predictors of dropping out.

All limited English proficient students need supplemental educational services if they are to learn English, reap the full benefits of their schooling and enjoy lives as valued and productive members of society. Despite the promulgation of a number of legislative acts and court rulings, New York's public schools are still not providing required language instruction to many of those entitled to such services. Only those language minority school-aged children who can be shown to be limited in their English proficiency on a standardized test are entitled to transitional bilingual/English-as-a-second language services, according to State legislation and court mandates. Students with limited English proficiency make up fully 12% of New York City's school population according to compliance reports received by Aspira of New York from the Board of Education and the Educational Priority Panel's 1985 Report, *Ten Years of Neglect*. In New York City, only 60% of the eligible population receive the services required by law.[33] Limited as these services may be from the standpoint of the need to maintain language minority children's native language proficiency and usage, the lack of services to 40% of the limited English proficient students in New York City is an even more serious problem.

One of the issues in providing bilingual education to those who need it is the lack of effort on the part of the State and local boards of education to train, recruit, employ, and retain bilingual teachers and counselors. In New York City there are enough licensed bilingual teachers to provide full services to only 57% of elementary limited English proficient students. The high school situation is even worse, as there are only enough licensed teachers to serve fewer than 25% of the limited English proficient students in science, 18% in math, and 46% in social studies.[34] In Native American communities, there is yet another serious issue. Native American communities want to have their children learn the indigenous languages of their heritage, but the potential candidates to teach indigenous Indian languages usually come from traditional elements of Indian nations. Therein is the problem. Traditional Native Americans, who could teach the indigenous languages, will not sign the loyalty oath required of teachers, viewing this practice a violation of or an infringement upon their traditional sovereignty.

Unless the requirement of the loyalty oath is removed, it would be virtually impossible to implement an effective bilingual program for Native Americans.

Another problem is the lack of accountability related to funding for bilingual education. The State currently does not strictly enforce compliance with legal mandates entitling limited English proficient students to bilingual services. While all LEP students must, according to law, receive a program which includes English as a Second Language, native language instruction, and three subject courses in their native language, less than half of those eligible for these services actually receive them.

> Most programs offering bilingual instruction, do so in the "transitional" mode, which only includes native language and culture instruction until the student can succeed in English, at which time this type of instruction ends. The "maintenance" mode, which emphasizes ongoing culture and language maintenance, as well as English acquisition is not New York State educational policy.[35]

A growing body of research shows that children learn English better if they learn their home language first. Despite this evidence, bilingual education programs are limited to only a small number of language minority students.

> Bilingualism in the United States is seen as a transitional stage into fully assimilated English monolingualism.

> Historically, it has been associated with low-income, low-status persons who are educationally at risk...accused of failing to teach the children English, of using unqualified teachers...of segregating students from the mainstream of American life, of confusing children's intellectual and personality development.[36]

The issue of bilingual education is usually not debated on the strength of evidence or with a concern for the development of the language minority child. Opponents of bilingual education are concerned that somehow America will become less "American" if the schools affirm the value of other languages and cultures. There is also a belief that Hispanic Americans do not want to acquire English. Research of Latino parental opinion rebuts this assertion:

> Hispanic parents are staunch supporters of solid English instruction. What they do object to are instructional approaches to learning English that deprive their children of Spanish, which often is the language of communication in their families. Parents fear that they will not be able to guide their youth and pass on their values. In addition, Hispanic parents recognize that wider employment opportunities and better paying jobs are available to individuals who are literate in both Spanish and English.[37]

Critics of bilingual education do not generally acknowledge the benefits to our society of a large population that is proficient in more than one language. Bilingualism is a resource that can be utilized to strengthen the nation's role in world economics and politics.

*2. Family Conditions*

For all Americans, the structure and status of the family have changed considerably in the last 30 years. Sixty percent of American families in 1955 consisted of a working father, a housewife mother and two or more school age children. By 1980 this configuration represented only 11% of the families and in 1985 only 7%. Now, more than 50% of women are workers and the percentage will likely continue to grow. One-fourth of American households consist of people living alone.[38] More than 50% of American marriages end in divorce.

Many African American and Latino families are characterized by single-parent households headed by women. According to the Children's Defense Fund, "if the single parent is under the age of 25, this is almost a guarantee of a lifetime in poverty." [39] The poorest age group in America is children; the child poverty rate is at its highest level in 20 years, a rate that continues to grow because teenage mothers are having close to half a million children a year. Children born into single parent families are four times more likely to be poor than those who have both mother and father.[40]

The reality of the Latino experience in New York State, especially for Puerto Ricans and Dominicans, is characterized by continuous family migration not only from and to the homeland but also among communities inside the U.S. In addition, Latinos make up a part of the seasoned farm work force with a high mobility rate. This challenges school notions of a stable local population and questions the lack of coordination between education systems. The status of Latinos is further exacerbated by the present housing crisis in urban centers forcing families into temporary housing and a condition of homelessness. Therefore, schooling is frequently disrupted with no, little, or delayed articulation between schools on behalf of the students.

Within the Latino family, Spanish continues to be the predominant medium of

communication, reinforced and renewed by cross-generational migration and immigration into the communities where these families reside. Schools do not choose to build upon this as a positive foundation but, instead, create an environment where the student's language is perceived as an impediment to learning English or other general academic areas.

*3. Work/Economic Factors*

The third area most often cited as a factor in dropping out is economics. Many students, especially males, say they leave school to go to work in order to support their families. Yet without a diploma, lacking specific job skills and with no experience, the youths cannot secure jobs, making the expressed reason for dropping out an empty gesture.

Ironically, some of these youths would likely have remained in school if they could have secured part-time employment (although it is noted that, according to many sources, employment consisting of more than 15-20 hours per week may increase the likelihood of dropping out). While there may be a perception of the existence of part-time work, our young people are, in fact, competing with more seasoned workers for jobs that are essentially inadequate.

## Employment

The consequences of dropping out are increasingly serious. In an information-based, technology- and service-oriented society, jobs for unskilled, poorly educated workers are more and more scarce. The evidence clearly shows that dropouts experience higher rates of unemployment than those who obtain a high school diploma. Even those who do obtain employment find themselves in lower paying, dead-end jobs. As a result, lifetime earnings are substantially less for dropouts. Over a lifetime, dropouts may earn as much as 50% less than high school graduates.[41] The problems of unemployment and underemployment are especially acute for young people of color who drop out of school. For example, in April 1986, the overall percentage of 16-19 year olds, who were unemployed and looking for work was 19.6%. The unemployment rate for African American teens was more than 42%. While 51.2% of white teenagers were employed, only 25.5% of African American and 30.4% of Latino teenagers were employed.[42]

New York State statistics show that among African American youths, ages 16-19, who desired work almost as many are unemployed as employed. This contrasts sharply with the picture for white youths of the same classification, nearly 80% of whom were reported as employed.[43]

In 1983, the Department of Labor estimated that for high school graduates who did not enroll in college (49%), 82% were employed, while the employment rate for the 670,000 early school leavers was just over 48%.[44] Economists and sociologists debate whether a diploma actually matters to those youth who, whether they graduate or not, might be on the bottom rung of the "economic preparedness" ladder, but it seems clear that an individual's options are seriously curtailed without a diploma. In addition, early school leaving is not randomly distributed across the population, but affects some racial/ethnic groups and social classes more than others.[45]

# Social And Economic Impact Of Dropping Out

## Effects of Lost Income

The costs of early school-leaving are borne not only by the individual, but by society as well. Reduced earnings manifest themselves as less taxes generated and increased income maintenance and welfare services required. Projections of lost tax revenue for a cohort of 25- to 34-year-olds who were early school-leavers, based on the 1968 Census, exceeded $100 billion spread over all levels of government.[46] In addition, the costs of added welfare and unemployment support required by dropouts was estimated in 1972 To be about $3 billion annually. Another $3 billion was estimated as the annual cost associated with crimes committed by dropouts.[47] These estimates, if adjusted to the current period would be, even conservatively, substantially higher.

## Cycle of Poverty

Most troubling are the numerous indictators that dropping out of school is part of an intergenerational pattern of poverty, low educational attainment and other socioeconomic trends that place the individual and family at serious risk. Research on the characteristics of early school-leavers reveals a strong correlation between the educational attainment of parents and the propensity of their children to leave school prior to graduation. The children of parents who dropped out of school are more likely to drop out themselves. A study of Seneca children on a major New York State reservation disclosed that parents of students who dropped out had completed fewer years of school than the parents of students who continued on to graduation. Indian students who dropped out also tended to be from larger families than those who did not.[48] Some studies have shown that students from single-parent homes are twice as likely to drop out than students who live with both parents.[49] Students whose parents are in low-level occupations are also more likely to drop out. The lower the socioeconomic level of his or her family, the greater the chance a student will drop out.[50]

One in four of New York State's children lived in poverty in 1984. A disproportionate number of these children were nonwhite.[51] A white child's chance to grow up in economic comfort is approximately twice that for African American and Latino children.[52] Many of the children who lived in poverty were part of one-parent families. 44.2% of all African American children, 31.8% of American Indian children, and 37% of all Latino children lived in female-headed households.[53]

Language and ethnic minority children are more likely to come from homes in which the parents have themselves not graduated from high school and also from homes headed by a single parent. Puerto Rican parents are among the poorest, least employed, and least educated in New York State.[54]

It is clear that a relationship exists between poverty and educational attainment. Also, expectations for education are affected by poverty. Students whose backgrounds are characterized by poverty may easily doubt the value of education. Their teachers may also doubt their ability to succeed.

## Drugs

Drug abuse is a national problem. Its victims represent all segments of socioeconomic strata. Drug abuse claimed the life of the son of a former presidential candidate, and the son of a former vice presidential candidate was indicted for selling drugs. Medical

doctors are among the most drug-afflicted professionals in the country. Recently, two all-star athletes died suddenly from drug overdoses, and the list goes on. It is estimated that 58% of America's youth have used marijuana or cocaine. Out-of-school youths appear to be at greater risk of drug abuse than those attending school. The Select Committee on Narcotics Abuse and Control recently reported evidence of a positive correlation between drug abuse and dropping out of school. Drugs and a feeling of being lost in a crowded, impersonal environment lead many students to drop out.[55] Dropouts appear to use drugs more frequently and to require treatment more often than their school-attending peers. The Select Committee report cites studies demonstrating an association among low esteem, drug abuse, boredom, peer pressure, truancy, and dropping out. Drug abuse among pregnant teen-age dropouts presents a special concern.

At this time, the greater New York City area is experiencing a drug plague of epidemic proportion. CRACK, the deadliest drug ever to hit the City, is wreaking destruction upon nonwhite communities, though African American and Latino youth are not the only victims. White youth and professionals of diverse races and social classes are also succumbing to the cocaine-derived CRACK. The drug's cheap price, instant high (and instant addiction) and induced euphoria are attracting thousands of youth of color. These youth seek instantaneous relief from their lives of poverty, boredom, humiliation, disillusionment and broken promises.

Within the last two months, the news stories have told of a devoted son who killed his mother, a young man who killed his fiance, a boy who murdered a priest, an uncle who hurled his eight-year-old niece 31 floors to her death, all of these deaths CRACK-related. A 71-year-old father is in a detoxification program because of CRACK, introduced to him by his 34-year-old son!

Once introduced, most users are instantly "hooked." The CRACK high wears off within minutes, inducing a craving for more, immediate gratification. The need for more CRACK reduces these young people to whatever activities will produce the money for more CRACK, burglary, theft, muggings, prostitution, even murder.

Young people on CRACK soon undergo personality as well as physical health deterioration. They are soon unable to work or attend school. Some recent studies have found that suicide rates are increasing as a result of CRACK usage.

In the case of American Indian youth, alcohol is most often the drug of addiction which is used to escape intolerable life conditions. Like other nonwhite Americans, Indians are made to feel culturally inferior and unworthy from the moment they enter school. Their proud traditions are trampled upon by culturally arrogant educators and schools. Indian youth respond, as do Latino and African American youth, by engaging in alcohol abuse and other acts of self- and group-destruction.

Drugs and dropouts threaten the entire nation's welfare. For people of color, they threaten to destroy the present generation and endanger the next generation.

## Early Pregnancy

The major issues concerning the pregnancies and childbearing of teen-age mothers are typically the mothers' lack of proper nutrition, poor prenatal care, the absence of a support system, including the father, low educational attainment and consequent lack of preparation for work, and the reality of being a child bearing a child.

Babies born to teen mothers tend to experience significantly more developmental disorders, tend more often to be premature and to be of low birth weight. These factors ultimately impact on the problems that children experience when they enter school — such as learning and developmental disabilities — thus increasing the potential of dropping out.[56] If the mother is on drugs she is unlikely to eat properly, a factor which will

affect the developing fetus negatively. This is particularly true if the drug is CRACK, which sends false signals to the mother that she doesn't need nutrition.

Proper nutrition which results from healthy eating is essential to the development of healthy babies. Nutrition is a major factor in the nourishment of the brain of the baby.

The environment of the expectant mother is also important in the creation of healthy babies. Dr. Ernest Smith, a pediatrician of the King-Drew Hospital in Los Angeles, counsels that pregnant girls must have peace of mind and an open and flourishing milieu. More often than not minority teens live in chaotic, highly stressful environments, exacerbated by racism and its attendant results. Any drugs they intake, including cigarettes, further endanger the well-being of the baby.

Schools, communities or families that stigmatize teen mothers because of their tender age or unwed status add more tension to an already stressful existence.

Undoubtedly, the life chances of the children would have been greater had the parents waited until they were more mature, better educated and more secure financially, until they had learned more about prenatal care and parenting. However, once the child has been conceived it is too late for wishful thinking; social disapprobation will only endanger the child more by putting the mother at greater emotional risk.

At the same time efforts are made and should be made to discourage early pregnancies, the reality must be faced that teenagers will continue to produce babies. Clearly, educational and other social services must be provided to maximize the potential for mothers and their children to develop as healthy, productive citizens.

There is evidence of a link between early pregnancy and an individual's educational plans. Teenagers with higher educational plans tend to be less likely to become young parents. It has been suggested that frustration of high aspirations leads to disillusionment, which makes unprotected sex and pregnancy more acceptable.[57] According to the *High School and Beyond* study, one-fourth of the females who dropped out cited pregnancy as the cause.[58] While some debate exists concerning the extent to which students leave school because they are pregnant or become pregnant after dropping out, it appears that female dropouts are much more likely to become pregnant than teens enrolled in school.

## Health

Lack of education has been associated with higher demand (and costs) for health services, due to improper nutrition and health practices. Health related issues greatly affect those who are poor. The many stresses associated with urban poverty, language differences, cultural conflicts, racism and discrimination carry over to the classroom and influence students' chances for academic success.

## Costs in Terms of Social Services and Institutionalization

According to several studies, dropouts are more likely to require social services as a result of diminished opportunities for income. Dropouts are also more likely to engage in crime, resulting both in direct social losses and highly expensive judicial and penal system activities.[59]

That school dropouts are more involved in criminal activity is underscored by national and State statistical data. Nationally, the majority of those incarcerated did not complete high school. In New York State, of all inmates in State correctional facilities as of March 1984, nearly 70% had not completed high school. Of all prisoners in New York State facilities, 26.8% were Latino, 50.1% of whom had not graduated from high

school.[60] Characteristics of parolees in the State mirrored this low high school completion rate.

In 1982 the youth unemployment rate for 16-21-year-olds in New York City was 40%, more than 150,000 youths. The direct cost of providing public assistance benefits to these unemployed youths (AFDC, Home Relief) exceeded $62 million per year. Of more than 28,000 household heads, aged 16-21, and on AFDC, 98% were unemployed.[61] The costs to the City generated by these young people were not limited to direct payments for social programs but included losses in tax revenues and in the productivity that they would have added to the City's economy had they been employed.

# Dropout Prevention Efforts In New York State

New York State has the fifth highest dropout rate in the nation, in spite of being seventh in teachers' salaries and second in per pupil expenditures. Only Georgia, Florida, Louisiana and Mississippi report dropout rates higher than New York's reported 34%. The State of Mississippi, fiftieth among the states in teachers' salaries and fiftieth in per pupil expenditures has the nation's highest dropout rate, 38.2%.[61]

The Chancellor of the New York State Board of Regents, Martin C. Barell, stated in an interview that the improvement of inner city schools and the curtailment of dropouts will be the Regents' major focus for the coming year. A series of conferences will be held throughout the State to address these issues. The Regents have recently received a grant of $500,000 to plan a demonstration program for education and community renewal. This program will service five schools and will require parent involvement.

On June 30, 1986, the Regents and the State Commissioner of Education, Gordon Ambach, announced the appointment of Dr. Irving Hamer as Deputy Commissioner for New York City. Dr. Hamer's responsibilities will include working with the lowest achieving New York City schools to assist them in school improvement, including dropout issues.

As indicated previously in this report, the New York City Board of Education does not report dropout data by race and ethnic origin. In a study of the identification, monitoring and tracking of potential high school dropouts, the New York Alliance for the Public Schools found that, among Boston, Los Angeles, Miami, New York City, San Diego and Chicago, New York City was the only district not to report dropout data by race and ethnicity. It should also be noted that Buffalo is among those districts that provide a racial and ethnic breakdown of dropout data.

The New York City schools are engaging in a number of efforts to decrease the dropout rate claimed by the Chancellor to be 36% for all groups, said by Superintendent Victor Herbert to be 50% for all groups and asserted by Aspira in 1983 to be 80% for Latinos and 72% for African Americans. Junior high school data is not available according to Dr. Herbert because of State education law.

Some of these efforts have been ongoing for sometime, efforts such as alternative high schools and programs. Among the special alternative programs are those for drug-abused youths, pregnant teens, incarcerated youth and GED programs.

Dr. Herbert, a former New York City high school principal, noted for his success with dropout prevention, was named Superintendent for dropout prevention in 1985. For the past year, he has supervised dropout prevention at 10 of the City high schools and 30 junior high schools with the most severe dropout problems. The program is based upon the premise that 90% of failure is due to attendance; hence, activities that are intended to hold or lure students back to school are central to the prevention of dropouts. The target schools were encouraged to develop and implement one of three models:

1. A school-based systemic approach (Model I)
2. A case management approach (Model II)
3. A combined approach (Model III)

Model I, designated systemic, attempts to improve student advisement, student participation in school-sponsored activities, and assistance with school work and work

experience training. Even though called systemic, this model places no emphasis on educators' behavior or the curriculum or materials they use.

Model II gives great attention to individual at-risk students, providing personal and vocational counseling, vocational exploration, diagnostic vocational evaluation, internships, part-time jobs, support services to families and skills training. Some of these activities are contracted with service organizations.

Model III combines various aspects of I and II.

The models also offer such incentives as sneakers and "T" shirts and such educational tools as calculators and dictionaries, donated by corporations.

After a year, according the *The New York Times*, approximately $6 million had been spent on 10 high schools and 30 junior high schools resulting in an increased attendance rate of 0.8%.[63] Increasing attendance does not appear to have been successful. On the other hand, there is reason to suggest that increased attendance still might not improve achievement. In fact, at one high school, cited by other sources, 33% of the students who failed four or more courses attended school every day.

Dr. Herbert was quoted by the *New York Amsterdam News* as having referred to the New York City dropout problem as "intellectual famine" and as "our Ethiopia."[64] Dr. Herbert is a veteran educator who appears to understand the causes of dropping out. The programs he designed and administers, however, seem to be based on blaming the victim while letting teachers and administrators go on with whatever they've always been doing. There is no focus on changing teachers' or administrators' attitudes or teaching styles. There is no suggestion of curriculum revision or the creation of new instructional materials. Dr. Herbert has stated that some of his colleagues feel better that those who do not come "do not come," and that some principals also are more comfortable that many students have abandoned (been abandoned by?) school.[65]

Recognition of the need for the improvement of student attendance and student retention led to the passage by the New York State Legislature of the Attendance Improvement/Dropout Prevention Program (AI/DP) in 1984. The legislation, sponsored by Assemblyman Jose Serrano, provides aid to certain districts for attendance improvement and dropout prevention. $28 million was allocated by the State Legislature for both the 1984-85 and 1985-86 school years. Sixty-seven upstate school districts, 28 New York City community school districts, and two New York City Board of Education divisions (High School and Special Education) are operating programs. More than two-thirds of the funds appropriated for AI/DP went to New York City.

During the first year of AI/DP, programs were funded in schools serving K-12 students. Junior high school students and high school students were served in year two. Currently, programs funded through AI/DP in New York City must include six components: 1) facilitation of services to students; 2) attendance outreach; 3) guidance and counseling services; 4) health services; 5) school level linkages, and 6) alternative education programs.[66] In New York City, apart from the high school division which did not report attendance figures, overall attendance for the first semester of the 1985-86 school year was up 1.05% in the junior high and intermediate schools, and 9.54% among the special education target students.[67] Upstate, for the same period, small attendance improvement gains were also reported.[68]

Buffalo's primary program to retain potential dropouts is its Alternative High School. This school is designed to serve two groups of students. Male students who have been suspended from a "regular" high school may be placed at Alternative for short terms before their reassignment to some other "regular" high school. The second group is a more permanent population and consists of students, including females, who have

been identified as needing, and most likely to benefit from, an alternative to a "regular" high school setting.

Alternative School instruction is individualized, classes are very small, and all instruction takes place at a "Center School" and nine satellites. The program consists of small working classes in academic subjects and employment in the afternoon monitored by school staff. Students who have high truancy rates, or who appear for other reasons to be potential dropouts, may be referred by school staff for placement in the program. While detailed data on success rates are not available, administrators involved with the Alternative High School Program emphasized the positive changes in student attendance rates.

The Buffalo Board of Education also attempts to discourage dropouts with a program for pregnant girls, a Home Instruction Program in which students will illnesses or serious behavior problems are tutored on an individual basis in their homes, and through "in-school suspensions" in which students are assigned to a special room in a "regular" high school for a limited number of days for a variety of infractions. Here again, data regarding the effectiveness of these programs as dropout prevention measures are not available.

The dropout rate in the Buffalo Public Schools in the most recent years for which data are available (1983-84) ranged from 32% to 37%. The rates for African American students, however, were higher.

# Recommendations

## Introduction

In view of the epidemic nature of school dropouts in New York State and the far-reaching disastrous effects of dropping out, not only upon the victims but also upon the entire fabric of New York State, *A State of Emergency Must Be Declared!* No issue is more important to the future of the State and its cities and towns than the curtailment of school dropouts and the provision of quality education to citizens of color.

The Task Force has concluded that long-term systemic changes must be instituted immediately. We reject typical approaches which blame students and their families and attempt to apply band-aids and tourniquets to the victims while ignoring the primary causes of injury.

The entire structure of education from the State level down to local school operation must undergo substantial, systemic change.

The respective states of the United States of America bear full responsibility for the education of their citizens. The State of New York must assume responsibility for the dire conditions of the education of its citizens of color. The State must exert bold leadership in forging new directions of cultural and academic excellence for its dominion.

We cite statements concerning academic excellence and cultural excellence developed by the National Alliance of Black School Educators, as guides for understanding and implementing the recommendations of this Task Force Report.

## Cultural Excellence

"A culturally salient and sensitive education is essential in a pluralistic nation. It is not the role of the school to function as a "melting pot" for the purpose of enforcing cultural sameness. People have a right to their cultural heritage and to the political and economic freedom and privileges enjoyed by those in the more dominant streams of our society.

A culturally salient and sensitive education is a frontal attack on the cumulative effects which prolonged and persistent racism has had on American society. The study of the history and culture [of people of color] as reflected in schools, especially in textbooks in all academic subjects, has historically been more neglected and less influenced by quality historical scholarship than any other topic. To a very large degree, the negative attitudes and reactions which many European Americans have [toward people of color] are shaped by the sins of omission and commission that are operative in public education's treatment of people of color's history and culture.[69]

## Academic Excellence

"The Task Force notes that performance goals for public schools are usually stated in terms of normative scores (where students, classes, or schools rank as compared to other students). This is grossly inadequate for our purposes. We believe that a high level or academic achievement is within reach of virtually all [people of color.] Specifically, we believe that criterion levels of performance in basic subjects must be established as standards and must be reached by our children by the end of the twelfth grade.

In addition to criterion performances in academic areas, certain general academic goals which transcend academic disciplines are attainable. Among these are the following:

- The demonstration of critical thinking
- The demonstration of creativity
- The demonstration of the acquisition of a systematic approach to problem solving and the demonstration of an understanding of the scientific method."[70]

We are not only concerned with the severity of the dropout percentages, we are also concerned with the lack of quality in the education of those young people of color who remain through graduation. [Many African American, Latino and Native American] youths who receive diplomas still can't read, do mathematics or understand the processes of critical thinking. They have few, if any, vocational skills. Even among academically able students there are large numbers who graduate from high school feeling bad about themselves and having negative feelings about their heritage.

We call for a systemic overhaul of the State of New York education systems, from pre-school through graduate and professional schools. We are especially strong in our insistence upon the accountability of the Board of Regents, the Commissioner of Education, the State Education Department, Local School Boards and heads of school systems. We call for radical changes in local schools, demanding that they provide school experiences which promote academic and cultural excellence. Excellent schools are the solution to the dropout problem. We expect nothing less!

The following recommendations, addressed to the State's Executive Leadership, Legislative Leadership, Board of Regents, and State Education Department recognize the responsibility of State-level leadership in assuming a major role in acting on the present crisis.

## *I. Executive Leadership*

The Task Force calls upon Governor Cuomo to recognize and publicly acknowledge the epidemic nature of school dropouts in New York State. We ask the Governor to use his considerable influence with the State Legislature, the State Board of Regents and the State Education Department to provide financial resources and human capital to stem the tide of school dropouts. We believe all State agencies should be enlisted to respond to this emergency. This process will require a major overhaul of the agencies responsible for establishing and implementing educational policies. It will require the creation of new procedures and instruments of oversight, new pedagogies for training educational personnel, new curricular designs representative of and supportive of African Americans, Latinos and Native Americans, new methodologies for assigning accountability of schools, students, communities and parents, and it will require substantial financial commitment. To this end, we ask that the Governor initiate a Citizens Response Forum to be organized community-by-community throughout the State.

Finally, we ask the Governor to act vigorously in responding to both the State's educational crisis and the drug crisis. Dropouts and drugs are the twins of destruction to the people of the State. We call upon Governor Cuomo to declare *A State of Emergency* to combat our educational crisis.

## *II. Legislative Leadership*

*Discussion*

The State Legislature has the ultimate responsibility for the education of all of the children of New York State. The Legislature elects the Board of Regents who in turn appoint the Commissioner of Education. The Legislature must join the Governor in declaring *A State of Emergency*. Normal and traditional policies should be revised or suspended to respond to an abnormal situation. Legislative leadership is vital to combat the dropout crisis and its attendant effects.

### Recommendations

1. Mandate that every school district in New York State be required to keep timely, accurate and uniform data on student achievement and attrition by race and

ethnicity beginning in junior high school, and that this data be transmitted to the Commissioner of Education, who will be instructed to include this data in the Commissioner's Annual Report.

2. Mandate that districts submit to the Commissioner of Education a timetable and a process for increasing administrators and faculty of color. Establish a mechanism at the Commissioner's level to monitor compliance with this timetable.
3. Mandate that the State Education Department provide leadership in creating curriculum and materials which will be representative of African Americans, Latinos and Native Americans.
4. Mandate linguistic and culturally-specific pre-service and in-service training for administrators, teachers and counselors.

In the case of Comprehensive Assessment Report Schools (designated as low achieving):

5. Suspend categorical requirements for the expenditure of State and local funds, so that funds can be co-mingled to reflect planning goals and unique needs of individual CAR schools.
6. Suspend collective bargaining and other provisions which prevent the reassignment or removal of ineffective teachers and administrators in CAR schools.
7. Insist that the composition of local funding to these schools remain constant with no diversion of State funds to supplant local efforts.
8. Remove zoning impediments to free parental choice among the public schools in districts with CAR schools.
9. Encourage extended hours as a normal part of the school day, and early childhood education as a normal part of the school organization, in CAR schools.
10. Require CAR schools to complete a plan for the achievement of academic and cultural excellence, through a process which includes teachers, parents, and students and provide funding and technical assistance to this planning process.
11. Provide bilingual and English-as-a-Second Language instruction to language minority students (beyond those who are limited English proficient) who are not currently eligible under State mandates.
12. Amend the school attendance law to provide for compulsory attendance up to 18 years of age.
13. Provide assistance to those school districts that mainstream their special education students in major subject areas.
14. Provide assistance to those school districts that remove all zoning barriers to free choice by parents. The population of all schools must reflect the racial and ethnic composition of the school district.
15. Authorize the development and funding of community-school improvement councils for secondary schools (i.e., middle schools, junior high schools, high schools) and provide $5,000 grants to implement a local school retention effort. For schools with the highest dropout rate, authorize a community-resources person to work with the council and school principal to bring community resources and volunteers into the schools and to bring school resources to the community. Each community-school improvement council should be made up of representatives of business and industry, local government, parents, students, churches and religious organizations, and other organizations and agencies.
16. Provide that the State aid formula should reflect the needs of districts with large numbers of Limited English Proficient students to enable these districts to provide the necessary instructional services.

17. Require the State Education Department to strictly monitor and enforce compliance with bilingual education mandates.
18. Provide for the establishment of the position of a high level statewide Commissioner responsible for planning and coordinating the efforts of other State Commissioners in a massive effort at intervention into the conditions which keep the masses of people of color at poverty levels. Require that all State agencies be involved in this effort.
19. Reject the proposal that the New York City Board of Education be increased to 15 appointed members.
20. Mandate that local school boards should be elected throughout New York State under a formula devised by the State Legislature to provide equality of representation.
21. Mandate the decentralization of New York City's high school function to local community districts to promote greater community and parent involvement, initiative, and decision making; reduce central costs that are to be redirected for students; reduce opportunities for political patronage in central office activities; and provide for greater curriculum flexibility.
22. Divest the Central Board of Education in New York City of all program and instructional support activities and decentralize these to local districts. The role of the central administration should be restricted to:
    a. providing city-wide non-instructional services, e.g., transportation, food services, purchasing, etc.;
    b. monitoring expenditures and court mandates affecting school activities;
    c. collecting and disseminating necessary data relative to New York City schools, e.g., dropouts;
    d. in consultation with local districts, setting city-wide standards for academic performance;
    e. holding accountable local performance and developing appropriate intervention efforts when required.
23. Establish an independent review process to review all existing bylaws, contractural agreements, State regulations, and other procedures to determine on an ongoing basis their impact on high school retention. All existing regulations must demonstrate a positive impact on student retention. All school policies (school suspension, disciplinary codes, procedures for dropping classes, schedules, student discharge procedures and others) must also be reviewed to determine their impact on student retention.
24. Abolish New York City's Board of Examiners. It duplicates and makes unwieldly and untimely the certification process. Its policies result in the underrepresentation of people of color, and it expends a multimillion dollar budget which should be redirected to student services.
25. Empower local districts to be responsible for recruiting and assigning teachers within the districts.
26. Abolish tracking as an educational strategy.
27. Require that school administrative staffs be held accountable for student retention. Evaluation, promotion and dismissal of high school administrators should be primarily determined not only in regard to student achievement, but also on the basis of school performance in the area of student retention.
28. Mandate an equitable distribution of funds to urban areas and require that districts within urban areas be subject to formulas that are equitably apportioned.

29. Require that the number of high schools be expanded in urban areas to create smaller, more personalized, more academically/culturally focused, and alternative models of secondary education.
30. Require comprehensive planning within each public school in the State. Categorical funding restrictions (except those for bilingual education) should be waived in those schools whose plans have been approved by the State Education Department.
31. Require that each school district's curriculum make a strong connection between education and the world of work.
32. Require that in the appointment of future members, the Board of Regents' racial balance be a major consideration. Toward that end, we recommend that the next appointment be a representative of the Latino community and the one following that a Native American. When a second Native American Regent has been appointed, African Americans, Latinos and Native Americans would each be represented by two Regents.
33. Restructure the Regents so that some or all are full-time paid positions.
34. *New York State Center for Educational Advancement*

*Discussion*

The Task Force believes that a New York State Center for Educational Advancement should be established. The CEA would have several important functions:

1. to research and promulgate the educational conditions of people of color in New York State;
2. to do in-depth studies on such issues as competency testing, special education, bilingual education, student immigration and migration patterns, professional staffing patterns and speech and language development;
3. to develop models of academic and cultural excellence;
4. to host small conferences on critical education issues;
5. to make recommendations concerning educational advancement of people of color to the Executive and Legislative Branches of State government.

We believe the Center for Educational Advancement should be located in New York City where the overwhelming majority of the State's African Americans and Latinos reside. The CEA should be independent of other educational agencies, with its own staff, facilities and budget.

The CEA should be staffed with educational researchers, pedagogical and curricular specialists, cultural anthropologists, and community educational developers. The CEA should have sufficient funding to commission long-term longitudinal studies as well as short-term research studies and position papers. The director and full-time professional staff of about eight persons should be representative of the Native American, African American and Latino communities to be served.

## *III. The Board of Regents*

*Discussion*

The Regents of the University of the State of New York have responsibility for chartering and controlling educational institutions within the State. This responsibility is all-inclusive of State educational programs, kindergarten to graduate and professional schools, and related educational and cultural organizations and institutions.

The Regents do not appear to have fulfilled their leadership responsibility with respect to school dropouts or with respect to the education of people of color. The most recent Regents Action Plan does not even mention "dropouts" by word or concept.

As he retired from his position as Regent-at-Large a few months ago, Dr. Kenneth B. Clark lamented his own ineffectiveness as a Regent and expressed his belief that the educational problems of people of color are much more severe now than when be became a Regent 20 years ago. Dr. Clark stated, "I am personally ashamed that in these 20 years . . . I was unable to make any dent on the educational realities that determine "dropouts." What Dr. Clark confessed of himself might be said of the entire Board of Regents. They have not made a dent and the situation is more critical each year.

## Recommendations

1. The Regents must hold themselves accountable and must be held accountable by the people of the State of New York for changing the conditions which have caused or contributed to the unacceptably high dropout rate of students of color. Dropout prevention must become a high priority.
2. The Regents should commission an outside evaluation of their function and performance, particularly with respect to the education of the State's people of color.
3. The Regents should issue, immediately, a policy statement on school dropouts. Further, the Regents should issue a policy statement on academic and cultural excellence and on bilingual education for people of color and direct the Commissioner of Education to develop a plan of implementation.
4. The Regents should make every effort to name a person of color as the next Commissioner of Education.
5. The Regents should biannually receive orientation on issues related to the educational needs of people of color. This orientation should be conducted primarily by representatives of the Latino, Native American and African American educational and general communities.
6. The Regents must assume an active role in giving direction to the Commissioner of Education and the State Education Department, with regard to the implementation of policies to improve the education of and prevent the dropping out of people of color. Such policies should require ethnic diversity of staff at all levels of the SED. The Commissioner's performance should be evaluated every two years, based on objective criteria.
7. The Regents should create their own research arm, independent of the SED, to gather their own data on the education and persistence of people of color. Such data would assist the Regents in making decisions about the needs of present disadvantaged people of color and would also provide a basis for decisions about "new" disadvantaged groups projected to emerge in future years.
8. Regents should each have a full-time assistant and secretary assigned, so that they can carry out their responsibilities of being personally informed and knowledgeable about the numerous issues about which they set policy.
9. Regents should be obligated to visit school districts throughout the State on a regular schedule. Irrespective of the size of a Regent's region, each Regent has to make decisions about and vote on issues related to all regions of the State.
10. Regents should be in continuous dialogue with the Governor and with the State Legislature concerning educational issues.
11. Regents must require that all school districts provide accurate, timely ethnic data on achievement and dropouts.
12. Regents should provide leadership in fostering a community planning and action model throughout the State.

13. The Board of Regents must require the development of Native American language arts curriculum guidelines.

## *IV. The State Education Department*

*Discussion*

The State Education Department is the administrative agency of the Board of Regents. The personnel of the SED carry out the programmatic and regulatory functions of the Regents and are responsible for the following major areas: Administration; Elementary and Secondary and Continuing Education; Higher and Professional Education; and Vocational Rehabilitation.

The Commissioner of Education is appointed by the Regents and serves at their pleasure. The Commissioner is responsible for assuring that SED staff carry out the policies and programs of the Regents. The Commissioner informs the Regents concerning State education issues and makes policy recommendations to the Regents.

There is little evidence to suggest that the Commissioner has set dropout prevention as a high priority or even as a priority, for it is his staff which prepared the previously-mentioned Regents Action Plan which omits any concern for dropouts. It is the Commissioner's staff which prepared guidelines for the social studies curriculum which gives short shrift to people of color.

The Commissioner's own staff does not reflect the cultural diversity of the State, and does not include high level decision-makers who represent the State's people of color. All but one of the Deputy and Assistant Commissioners are white. The one exception is an African American Deputy Commissioner appointed June 30, 1986 after intense pressure from the Black and Hispanic Legislative Caucus, from the New York Alliance of Black School Educators, from the Association of Black Educators of New York and from Regent Adelaide Sanford. No Latino or Native American is a Commissioner. A year ago an African American Assistant Commissioner was hired for New York City to administer a staff of 11 persons, all white. The Assistant Commissioner resigned shortly after taking office.

No direction on dropouts has been given by the Commissioner's office.

The State Education Department has identified the 400 lowest achieving schools in the State, almost all of which are in New York City. The SED has ordered each of these schools to prepare a Comprehensive Assessment Report. No orientation or guidance has been given. It is as if a hospital were to say to a patient, "Diagnose and treat your own illness."

A 1986 outside-agency evaluation of the Inter-Cultural and Civil Rights Division of the State Education Department found widespread complaints regarding lack of cohesion, lack of planning, lack of commitment, and racial bias. The Assistant Commissioner who heads the Division is charged with a lack of commitment to the State's public schools, a lack of commitment to the mission of the Division, and with being concerned primarily with the interests of private and parochial schools. These are very serious charges about a Division which should be providing leadership on issues of cultural diversity throughout the State Education Department.

Neither the Commissioner nor the SED has shown much leadership in resolving the issues related to dropping out and minority education. There have been no public pronouncements of commitment, no initiatives of reform and no significant reorganization of the SED to deal with the dropout crisis.

## Recommendations

1. The Commissioner and the SED must provide the leadership for an educational reformation in New York State.
2. The Commissioner of Education, acting at the direction of the Regents, should develop a plan of implementation of academic and cultural excellence for Native Americans, Latinos and African Americans. The plan must mandate standards of academic excellence, with curricular experiences which teach and support the history and culture of people of color, with training of teachers and administrators to provide academic and cultural excellence and with a strategy to evaluate local schools' implementation of the plan.
3. Improvement of CAR Schools.
   While the principal focus of this report and its recommendations is on systemic change, we recommend that the Commissioner immediately marshal personnel and resources of the SED to improve the lowest achieving schools (CAR schools) in the State.
   Orientation of principals and staffs and the provision of technical assistance in the development of CAR plans will be required.
   Funds must be provided for schools to employ consultant services, develop curriculum and conduct in-service training of all educational professionals in these schools.
4. The SED must be responsible for the collection of accurate, timely ethnic data on achievement, dropouts and staff diversity from all school districts. This data must be included in the Annual Report of the SED.
5. The Commissioner must prepare a plan to diversify the top administrators and other staff of the SED. The plan should include the process of advertising positions and the criteria for screening, interviewing and hiring candidates.
6. The Division of Inter-Cultural and Civil Rights should be reorganized, together with a clear mission statement. The Division should be staffed with new leadership that understands, agrees with and is prepared to implement the mission. The efficient functioning of this Division is essential to the promulgation of policies of fairness and justice within the SED and throughout the State.
7. The SED should review all curriculum guides to assure that they truthfully depict the contributions of all American ethnic groups to all disciplines and areas of human endeavor.
8. The SED should create scholarship and loan programs to be used in recruiting Latino, Native American and African American students into the education profession.
   Loans should be forgiven for those students who later teach for a minimum of five years in New York State.
   A special office of recruitment should be established in the SED by the Commissioner to recruit people of color.
9. A timetable for increasing Latino, African American and Native American teachers, counselors and administrators must be established.
10. The SED must offer incentives to increase the number of individuals who choose bilingual education as a profession.
11. The SED should require that each board of education in the State implement in-service for counselors, teachers and administrators to make them aware of the culture, traditions and values of Latinos, Native Americans, African Americans, and other groups they are likely to work with in bilingual education programs.

12. The SED should require each board of education in the State to implement procedures for effectively identifying those eligible to receive bilingual services. The State should maintain accurate data on these students' progress through school.
13. The SED should require each board of education in the State to implement an in-service program to inform teachers and administrators of district responsibilities for providing instructional services to limited English proficient students.
14. The SED should require school districts to provide bilingual and English-as-Second language services to all language minority students. The State Education Department should strictly monitor and enforce compliance with bilingual education mandates and develop mechanisms for tracking bilingual education funds to make sure they go where they are supposed to go.
15. The SED should oversee the grant application process for grants to local communities to implement school retention efforts.
16. The SED should develop guidelines in consultation with outside experts in conjunction with community-school improvement councils and local retention efforts.
17. The SED should enact special provisions to insure that Native American communities be represented on their local school boards. Since they do not vote they cannot use the ballot to participate in the electoral process or to influence their own election.
18. The SED should require that textbooks containing ethnic stereotypes not be used in the classroom.
19. The SED must initiate a Statewide dropout retrieval program. The program should be planned and implemented in conjunction with educators and communities of color.

    The retrieval program must be based upon the principles of fairness, justice and academic and cultural excellence as articulated in this report. Retrieval programs must not attempt to reclaim students to the same educational conditions which forced them to leave school in the first place.

# Need For Further Study Of The Dropout Problem In New York State

This report has addressed many of the issues, conditions, policies, and practices that affect school experiences of young people of color. The treatment is by no means exhaustive. We recommend that the Task Force continue its work in order to further study the dropout situation in New York State. In addition to the areas addressed in the report, numerous concerns must be addressed. These concerns include but are not limited to the following:

## Local School Boards

- the composition of the membership of local school boards and representation of groups whose children predominate the local school population
- curriculum, instruction and student retention programs and policies
- personnel policies, including recruitment, in-service and promotion

## Early Childhood Education

- policies and programs to bring about effective parent involvement
- preschool curriculum
- health and safety standards
- teacher training for preschool programs
- use of assessment (including testing) in preschool programs

## Counseling

- training of school counseling personnel
- review of the roles and functions of school guidance counselors
- guidance counselor/student ratios and quality of interaction

## Drug Prevention

- assessment of current drug prevention in the schools
- assessment of treatment programs for substance-abused students

## Pregnancy and Child-Rearing Teens

- school services that provide prenatal information and services
- health and hygiene curricula and programs in the school
- programs to bring teen fathers into the family circle

## Student Leadership Development

- peer counseling and tutoring programs
- activities to increase student participation and leadership in the school

## Higher Education

- the dropout problem in higher education
- administrative and staffing patterns of people of color
- performance evaluation of presidents of each unit of the State University and the City University of New York for affirmative action compliance and for dropout prevention

## Higher Education-Local School Partnerships

- mechanisms for involving individual institutions of higher education in the programs of specific schools
- role of higher education institutions in preparing culturally and linguistically relevant curricula for the schools
- role of higher education institutions in pre-service and in-service development of culturally sensitive teachers, administrators and other education personnel.

## Jobs for Youth

- employment incentives to aid student retention efforts
- mentorship programs between employees of business and industry and young people

## Independent and Alternative Schools

- effective models for independent and alternative education that can be adopted by public schools

## Corrections Education

- content and quality of education in New York State correctional institutions

## Testing and Certification

- assessment procedures and impact on students
- teacher certification

## African American, Latino and Native American Cultural Institutions

- vehicles for involving cultural institutions in educational programs
- development of new institutions

## Athletics and Other Co-curricular Activities

- academic requirements
- role in dropout prevention

## Status of Administrators and Faculties of Color

- assignment to schools
- promotion opportunities
- social and professional treatment within schools

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## Public Hearing No. I/Testimonies (Available)

**Public Hearing No. I**

Title: Children in Crisis
Date: March 8, 1986
Place: Martin Luther King Jr.
Senior High School
New York, New York
Chairman: Honorable Arthur O. Eve

EVE, ARTHUR O., Deputy Speaker, New York State Assembly (D-Buffalo), Albany, New York

Title: Introductory Statement of Purpose

FINE, DR. MICHELLE, Assistant Professor of Psychology and Education, University of Pennsylvania

Title: *"Why Urban Adolescents Drop Into and Out of Public High School"*, *Teachers College Record*, August 1985

HARRIS, DR. STANLEY E., Director, Montefiore Comprehensive Health Care Center, Bronx, New York

Title: High School Dropout Crisis

PATERSON, SENATOR DAVID, 29th District, New York

Title: Dropout Crisis

RODRIGUEZ, JOSE LUIS, President, Hispanic Information and Telecommunications Network, Inc., New York

Title: Testimony Before New York Legislators of the Black and Puerto Rican Caucus

SEABROOK, LUTHER W., Superintendent of Community School District No. 5, New York

Title: Testimony of Luther W. Seabrook

Cassette tapes are available of the hearings and testimonies

## Public Hearing No. II/Testimonies (Available)

**Public Hearing No. II**

Title: Children in Crisis
Date: March 20, 1986
Place: Legislative Office Building
Hearing Room C
Empire State Plaza
Albany, New York
Chairman: Honorable Arthur O. Eve

ALVARADO, ANTHONY, Executive Director, Consortium for Worker Literacy, New York, New York

Title: Children In Crisis

CAMPBELL, DR. MARY SCHMIDT, Excutive Director, Studio Museum in Harlem, New York

Title: Testimony given at the Children In Crisis Public Hearing

CLARK, DR. KENNETH B., New York State Board of Regents

Title: Children In Crisis

HALEY, VANESSA, President, Blacks In Government, Albany Chapter, Albany, New York

Title: Dropout Crisis

KEITH, HERMAN, Legislator, Westchester County Board of Education, New York

Title: Drop-outs — A Worsening Problem

ORTA, AWILDA, Assistant Superintendent, Community School District No. 12, Bronx, New York

Title: "Effective Instructional Solutions"

PADILLA, NANCY, Rochester Board of Education, New York

Title: Student Dropout Problem

ROBINSON, DR. STEPHANIE G., Director of Education, National Urban League, New York, New York

Title: High Percentage of School Leaving Among Black, Hispanic and Other Minority Students

SHENKER, JOSEPH, President, LaGuardia Community College, Long Island City, New York

Title: Testimony of President Joseph Shenker

SMITH, DR. DONALD H., Professor of Education, Baruch College, City University of New York, New York

Title: Testimony to the State Legislative Hearing on Dropouts

SMITH, RHONDA CARLOSS, Director of Advocacy, Child Care Inc., New York, New York

Title: Early Childhood Education, A Solution for Dropout Prevention?

STREIFF, CAROL, Buffalo Chapter of the NAACP and the Citizens Council on Human Relations, Buffalo, New York

Title: Statement for the Public Hearing on Dropouts

TORRUELLAS, ROSA M., Language Policy Task Force, Centro De Estudios Puertorriquenos, Hunter College, City Univesity of New York, New York

Title: Statement to the Black and Puerto Rican Caucus on the Failure of the Public Education System to Retain Hispanic and Other Minority Students

VALDIVIESO, RAFAEL, Vice President of Research, Hispanic Policy Development Project, Washington, DC.

Title: Statement from a forthcoming monograph of *Must They Wait Another Generation?: Hispanics and Secondary School Reform*, published by the ERIC Clearinghouse on Urban Education at Teachers College, Columbia Univeristy, New York

VEGA, MARTA MORENO, Executive Director, Caribbean Cultural Center, New York

Title: Presentation for the Children In Crisis Hearing

WILLIAMS, JOHNSIE M., Director, Program Operations/Acting Executive Director of the Urban League of the Albany Area, Inc., New York

Title: Youth In Crisis

WINFIELD, ODELL, Director, Malcolm X Study Network, Albany, New York

Title: Testimony taken from a conference in the Capital District: Education: Its Role in the Liberation of the African American Community, sponsored by the Malcolm X Study Network

VHS video tapes are available of the hearings and testimonies

## Public Hearing No. III/Testimonies (Available)

**Public Hearing No. III**

Title: Children in Crisis
Date: May 3, 1986
Place: MahoneyState Office Building
65 Court Street
Buffalo, New York
Chairman: Honorable Arthur O. Eve

EVE, ARTHUR O., Deputy Speaker, New York State Assembly (D-Buffalo), Albany, New York

Title: Introductory Statement of Purpose

DAVILA, OLGA S., Board Member of La Alternativa Inc., and Secretary and Delegate at Large of the New York State Association for Bilingual Education

Title: Testimony given at the Children In Crisis Public Hearing

del VALLE, CARMEN and PIAZZA, JANE, Buffalo Family Systems Training, Buffalo New York

Title: Testimony given at the Children In Crisis Public Hearing

DWYER, BETTY, Manager, Education Initiative of the Urban League of Rochester, New York

Title: Public Hearing on Dropouts

FUENTES, EMILIO, Hispanic Network for Health and Social Services, Buffalo, New York

Title: Testimony given at the Children In Crisis Public Hearing

ISBELL, RICHARD, Program Director, Family Crisis Intervention Program, Buffalo, New York

Title: Public Hearing On Dropouts

MOORE, DR. MURIEL A., Director, Educational Opportunity Center, Buffalo, New York

Title: Testimony given at the Children In Crisis Public Hearing

PERRY, SANDY L., Executive Director, Niagara Community Center Association Inc., and Girls Club, Niagara Falls, New York

Title: Testimony given at the Children In Crisis Public Hearing

PINEIRO, FREDDIE D., Director, Salvation Army Hispanic Youth and Family Center, Buffalo, New York

Title: Testimony given at the Children In Crisis Public Hearing

ROZLER, LANA R., Education Director, Seneca Nation of Indians, Allegany Reservation, Salamanca, New York

Title: Summary of Testimony given at the Children In Crisis Public Hearing

STREIFF, CAROL, Buffalo Chapter of the NAACP and the Citizens Council on Human Relations, Buffalo, New York

Title: Statement for the Public Hearing on Dropouts

VERNON, DR. CARLOS H., Erie Community College, City Campus, Buffalo, New York

Title: Testimony

WHITE, COMMISSIONER MARJORIE, Vice President, Syracuse Board of Education Syracuse, New York

Title: Testimony given on Student Dropouts

Cassette tapes and VHS video tapes are available of the hearings and testimonies

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John, Randy, *Summary of 1981, 1982, and 1983 Johnson O'Malley Studies by the Seneca Nation of Indians*, March 14, 1985.

National Alliance of Black School Educators Inc., Task Force on Black Academic and Cultural Excellence. *Saving The African American Child*, November 1984.

National Commission on Secondary Schooling for Hispanics, Hispanic Policy Development Project Inc., *"Make Something Happen." Hispanics and Urban High School Reform*, Volume I, 1984.

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